

**To:** Holly Crawford[hcrawford@blm.gov]  
**From:** Fisher, Timothy  
**Sent:** 2017-05-23T13:46:17-04:00  
**Importance:** Normal  
**Subject:** Fwd: Monument Review Data Call  
**Received:** 2017-05-23T13:46:29-04:00  
[DOI ExecOrder 13792.pdf](#)  
[Initial Data Request Related to Review of National Monuments.docx](#)  
[Additional Information Requested Template 5 22 2017.docx](#)  
[Executive Summary Template on Monuments Review 5 22 2017.docx](#)  
[IDRR\\_N\\_M\\_BENM.docx](#)  
[IDRR\\_NIM\\_GSENM.docx](#)

Holly

Here was the agenda from the call yesterday and documents - sorry I missed you. Please give me a call and I can walk through the documents and additional information.

Timothy J Fisher, Program Lead

National Monuments and Conservation Areas  
National Conservation Lands

20 M Street S.E. (wo-410)  
Washington DC 20003

202-912-7172 Office  
202-604-0706 Cell  
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[tjfisher@blm.gov](#)

----- Forwarded message -----

**From:** Fisher, Timothy <[tjfisher@blm.gov](#)>  
**Date:** Mon, May 22, 2017 at 12:46 PM  
**Subject:** Monument Review Data Call  
**To:** "Moore, Nikki" <[nmoore@blm.gov](#)>, "Butts, Sally" <[sbutts@blm.gov](#)>, Alicia Styles <[astyles@blm.gov](#)>, Barbara Keleher <[bkeleher@blm.gov](#)>, Chad Schneckenburger <[cschneckenburger@blm.gov](#)>, "Magee, Gerald J" <[gimagee@blm.gov](#)>, Kenneth Mahoney <[kmahoney@blm.gov](#)>, Kyle Sullivan <[ksullivan@blm.gov](#)>, Rebecca Carr <[RWong@blm.gov](#)>, Sandra McGinnis <[smcginni@blm.gov](#)>, Brian St George <[bstgeorg@blm.gov](#)>, David Freiberg <[dfreiberg@blm.gov](#)>, "James (Lee) Kirk" <[jkirk@blm.gov](#)>, "Govan, Jihadda - FS" <[jihaddagovan@fs.fed.us](#)>, Johna Hurl <[jhurl@blm.gov](#)>, Mark Conley <[mconley@blm.gov](#)>, McKinney Briske <[mbriske@blm.gov](#)>, Melanie Barnes <[mgbarnes@blm.gov](#)>, Michael Sintetos <[msintetos@blm.gov](#)>, Robin Fehlau <[rfehlau@blm.gov](#)>, "Sheldon (Mark) Wimmer" <[mwimmer@blm.gov](#)>, Brandon Boshell <[bboshell@blm.gov](#)>, "Darrel (Wayne) Monger" <[dmonger@blm.gov](#)>, Claire Crow <[ccrow@blm.gov](#)>

June 22, 2017

**Monument Review Data Call  
3:00 PM Eastern/ 1:00 PM Mountain/ 12:00 Noon Pacific**

(b) (5) CIP

Please review the agenda and attached documents for the call today.

**Agenda**

1. Executive Order 13792
2. Review Process of Monuments
3. Google Doc Access?
4. Data Call
  - a. Initial Data Call information gathering
  - b. Additional Questionnaire
  - c. Executive Summary
5. Utah Example
6. Grazing Information
  - a. Lynnda Jackson, [l50jacks@blm.gov](mailto:l50jacks@blm.gov) / 303-236-8012
7. Public Comment / Federal Register Notice:
  - a. Send by mail if possible to:

Monument Review, MS-1530, U.S. Department of the Interior, 1849 C Street NW, Washington, DC 20240

- b. Electronically if time is short to:  
<https://www.regulations.gov/> DOI-2017-0002
8. Other Questions

Timothy J Fisher, Program Lead

National Monuments and Conservation Areas  
National Conservation Lands

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4334-63

**DEPARTMENT OF THE INTERIOR****Office of the Secretary**

Docket No. DOI-2017-0002

**Review of Certain National Monuments Established Since 1996; Notice of Opportunity for  
Public Comment****AGENCY:** Office of the Secretary, Interior.**ACTION:** Notice; Request for comments.

**SUMMARY:** The U.S. Department of the Interior is conducting a review of certain National Monuments designated or expanded since 1996 under the Antiquities Act of 1906 in order to implement Executive Order 13792 of April 26, 2017. The Secretary of the Interior will use the review to determine whether each designation or expansion conforms to the policy stated in the Executive Order and to formulate recommendations for Presidential actions, legislative proposals, or other appropriate actions to carry out that policy. This Notice identifies twenty-seven National Monuments under review and invites comments to inform the review.

**DATES:** To ensure consideration, written comments relating to the Bears Ears National Monument must be submitted before [INSERT DATE 15 DAYS AFTER DATE OF PUBLICATION IN THE FEDERAL REGISTER]. Written comments relating to all other National Monuments must be submitted before [INSERT DATE 60 DAYS AFTER DATE OF PUBLICATION IN THE FEDERAL REGISTER].

**ADDRESSES:** You may submit written comments online at <http://www.regulations.gov> by entering “DOI-2017-0002” in the Search bar and clicking “Search,” or by mail to Monument Review, MS-1530, U.S. Department of the Interior, 1849 C Street NW, Washington, DC 20240.

**FOR FURTHER INFORMATION CONTACT:** Randal Bowman, 202-208-1906,  
RR\_Bowman@ios.doi.gov.

**SUPPLEMENTARY INFORMATION:** Executive Order 13792 of April 26, 2017 (82 FR 20429, May 1, 2017), directs the Secretary of the Interior to review certain National Monuments designated or expanded under the Antiquities Act of 1906, 54 U.S.C. 320301-320303 (Act). Specifically, Section 2 of the Executive Order directs the Secretary to conduct a review of all Presidential designations or expansions of designations under the Antiquities Act made since January 1, 1996, where the designation covers more than 100,000 acres, where the designation after expansion covers more than 100,000 acres, or where the Secretary determines that the designation or expansion was made without adequate public outreach and coordination with relevant stakeholders, to determine whether each designation or expansion conforms to the policy set forth in section 1 of the order. Among other provisions, Section 1 states that designations should reflect the Act's "requirements and original objectives" and "appropriately balance the protection of landmarks, structures, and objects against the appropriate use of Federal lands and the effects on surrounding lands and communities." 82 FR 20429 (May 1, 2017).

In making the requisite determinations, the Secretary is directed to consider:

- (i) the requirements and original objectives of the Act, including the Act's requirement that reservations of land not exceed "the smallest area compatible with the proper care and management of the objects to be protected";
- (ii) whether designated lands are appropriately classified under the Act as "historic landmarks, historic and prehistoric structures, [or] other objects of historic or scientific interest";

- (iii) the effects of a designation on the available uses of designated Federal lands, including consideration of the multiple-use policy of section 102(a)(7) of the Federal Land Policy and Management Act (43 U.S.C. 1701(a)(7)), as well as the effects on the available uses of Federal lands beyond the monument boundaries;
- (iv) the effects of a designation on the use and enjoyment of non-Federal lands within or beyond monument boundaries;
- (v) concerns of State, tribal, and local governments affected by a designation, including the economic development and fiscal condition of affected States, tribes, and localities;
- (vi) the availability of Federal resources to properly manage designated areas; and
- (vii) such other factors as the Secretary deems appropriate.

82 FR 20429-20430 (May 1, 2017).

The National Monuments being initially reviewed are listed in the following tables.

**NATIONAL MONUMENTS BEING INITIALLY REVIEWED PURSUANT TO  
CRITERIA IN EXECUTIVE ORDER 13792**

| <b>Monument</b>              | <b>Location</b> | <b>Year(s)</b> | <b>Acreage</b> |
|------------------------------|-----------------|----------------|----------------|
| Basin and Range              | Nevada          | 2015           | 703,585        |
| Bears Ears                   | Utah            | 2016           | 1,353,000      |
| Berryessa Snow Mountain      | California      | 2015           | 330,780        |
| Canyons of the Ancients      | Colorado        | 2000           | 175,160        |
| Carrizo Plain                | California      | 2001           | 204,107        |
| Cascade Siskiyou             | Oregon          | 2000/2017      | 100,000        |
| Craters of the Moon          | Idaho           | 1924/2000      | 737,525        |
| Giant Sequoia                | California      | 2000           | 327,760        |
| Gold Butte                   | Nevada          | 2016           | 296,937        |
| Grand Canyon-Parashant       | Arizona         | 2000           | 1,014,000      |
| Grand Staircase-Escalante    | Utah            | 1996           | 1,700,000      |
| Hanford Reach                | Washington      | 2000           | 194,450.93     |
| Ironwood Forest              | Arizona         | 2000           | 128,917        |
| Mojave Trails                | California      | 2016           | 1,600,000      |
| Organ Mountains-Desert Peaks | New Mexico      | 2014           | 496,330        |
| Rio Grande del Norte         | New Mexico      | 2013           | 242,555        |
| Sand to Snow                 | California      | 2016           | 154,000        |
| San Gabriel Mountains        | California      | 2014           | 346,177        |
| Sonoran Desert               | Arizona         | 2001           | 486,149        |
| Upper Missouri River Breaks  | Montana         | 2001           | 377,346        |
| Vermilion Cliffs             | Arizona         | 2000           | 279,568        |

**NATIONAL MONUMENTS BEING REVIEWED TO DETERMINE WHETHER THE DESIGNATION OR EXPANSION WAS MADE WITHOUT ADEQUATE PUBLIC OUTREACH AND COORDINATION WITH RELEVANT STAKEHOLDERS**

|                           |       |      |        |
|---------------------------|-------|------|--------|
| Katahdin Woods and Waters | Maine | 2016 | 87,563 |
|---------------------------|-------|------|--------|

The Department of the Interior seeks public comments related to: (1) Whether national monuments in addition to those listed above should be reviewed because they were designated or expanded after January 1, 1996 “without adequate public outreach and coordination with relevant stakeholders;” and (2) the application of factors (i) through (vii) set forth above to the listed national monuments or to other Presidential designations or expansions of designations meeting the criteria of the Executive Order. With respect to factor (vii), comments should address other factors the Secretary might consider for this review.

In a separate but related process, certain Marine National Monuments will also be reviewed. As directed by section 4 of Executive Order 13795 of April 28, 2017, “Implementing an America-First Offshore Energy Strategy” (82 FR 20815, May 3, 2017), the Department of Commerce will lead the review of the Marine National Monuments in consultation with the Secretary of the Interior. To assist in that consultation, the Secretary will accept comments related to the application of factors (i) through (vii) in Executive Order 13792 as set forth above to the following Marine National Monuments:

**MARINE NATIONAL MONUMENTS BEING REVIEWED PURSUANT TO EXECUTIVE ORDERS 13795 AND 13792**

|                                 |                    |      |            |
|---------------------------------|--------------------|------|------------|
| Marianas Trench                 | CNMI/Pacific Ocean | 2009 | 60,938,240 |
| Northeast Canyons and Seamounts | Atlantic Ocean     | 2016 | 3,114,320  |
| Pacific Remote Islands          | Pacific Ocean      | 2009 | 55,608,320 |

|                   |                |           |            |
|-------------------|----------------|-----------|------------|
| Papahanaumokuakea | Hawaii         | 2006/2016 | 89,600,000 |
| Rose Atoll        | American Samoa | 2009      | 8,609,045  |

Before including your name, address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you may ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

AUTHORITY: E.O. 13792, 82 FR 20429 (May 1, 2017).

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James Cason  
Special Assistant  
Delegated the Functions, Duties, and Responsibilities of the Deputy Secretary

**Call for Data Related to Review of National Monuments under EO 13792 (April 26, 2017)****1. Documents Requested****a. Resource Management Plans/Land Use Plans**

i. The Monument Management Plan (MMP) and Record of Decision (ROD) is

located within this Drive

folder (1.GSENM\_mgmt\_plan.pdf).

ii. The entire GSENM RMP (DEIS/FEIS/ROD) can be accessed here:

<https://eplanning.blm.gov/epl-front-office/eplanning/planAndProjectSite.do?methodName=dispatchToPatternPage&currentPageId=94418>

iii. The Livestock Grazing EIS/Plan Amendment has been initiated. The DEIS has been reviewed by the BLM Utah State Office and BLM Washington Office and is nearing public release: <https://eplanning.blm.gov/epl-front-office/eplanning/planAndProjectSite.do?methodName=dispatchToPatternPage&currentPageId=100826>

iv. The MMP has also been amended for Greater Sage Grouse habitat conservation (2015), for an electrical transmission line Right-of-Way to support local communities (2011), and for an update to fire management (2005).

**b. Record of Decision**

i. The 1999 MMP and ROD is located within this Drive folder  
(1.GSENM\_mgmt\_plan.pdf).

**c. Public Scoping Documents**

i. Grand Staircase-Escalante National Monument's (GSENM) Management Plan included substantial outreach, public scoping and comment periods according to land use planning regulations and policies. See Federal Register Notices in Drive folder (1.c.Federal Register, Volume 64 Issue 145 (Thursday, July 29, 1999).pdf).

ii. Public Comments and Responses for the MMP FEIS are located within this Drive folder (1.c.GSENM\_FEIS\_Comments.pdf).

iii. See also Scoping Report for Livestock Grazing EIS  
(1.c.GSENM\_GrazingEISScopingRpt\_Final.pdf) and at:  
[https://eplanning.blm.gov/epl-front-office/projects/lup/69026/89803/107384/2014.05.21\\_GSENM\\_ScopingRpt\\_Final\\_508.pdf](https://eplanning.blm.gov/epl-front-office/projects/lup/69026/89803/107384/2014.05.21_GSENM_ScopingRpt_Final_508.pdf)

iv. GSENM worked with multiple agencies, tribes and communities and individuals

and responded to more than 6,800 letters commenting on the 2000 MMP. Nearly all site-specific NEPA analyses include public comment periods. Additionally, GSENM has offered multiple opportunities for public engagement in the Livestock Grazing Plan Amendment/EIS including:

- Development of a Situation Assessment by National Riparian Service Team
- Hosted 12 public scoping meetings and/or workshops
- Hosted 3 Socio-economic workshops
- Five newsletters developed along with a “Fact Sheet Series”
- Press releases published in five Utah newspapers
- Maintained Project website with project updates
- Hosted a Biological Soil Crust Forum
- Public Release of Draft Alternatives
- The inclusion of two Action Alternatives in the PDEIS that were derived from external sources
- Hosted 27 Cooperating Agency Meetings; 12 Forage Team Meetings
- Outreach to local tribes
- Monument Advisory Committee Input
- Joint BLM/NPS Programmatic Agreement for Cultural Resources
- Broad Consulting Party Process
- Other meetings: County Coordination, State of Utah, Earthfest

GSENM demonstrates a commitment to continued public engagement in land use planning processes.

d. Presidential Proclamation

- i. Proclamation 6920 of September 18, 1996 is in this folder  
(1.d.Presidential\_Proclamation\_6920.pdf).

2. Information on activities permitted at the Monument, including annual levels of activity from the **date of designation to the present**

**Designation date for GSENM is September 18, 1996.**

a. Recreation - annual visits to site

- i. To protect Monument resources and objects and to provide economic opportunities in the local communities, major facilities including the four visitor centers are located in the gateway towns of Kanab, Cannonville, Escalante, and Bigwater.
  - ii. GSENM provides a large variety of multiple-use recreation opportunities including traditional hiking and camping, hunting, fishing, horseback riding, mountain biking, as well as motorized activities for off-highway vehicles.
  - iii. Commercial recreation activities (Outfitter and Guides) have risen since Monument designation (2.a.\_GSENM Commercial\_SRP.pdf).
  - iv. In 2016, 926,235 million visitors came to GSENM.  
GSENM uses the Recreation Management Information System (RMIS) to report visitor use, which is calculated using data from multiple traffic counters, permits and visitor counts in the four Visitor Centers. BLM's Recreation Management Information System (RMIS) is generally accepted as the agency's official record, however, RMIS was not available until 1999. Prior to 1999, GSENM aggregated data from the Kanab and Escalante offices. (See:  
2.a.GSENM\_RecreationData\_Excel.xls and  
3.a.GSENM\_Recreation\_MMP\_DEIS\_Tables.pdf)
- b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
- i. All Valid Existing Rights for leasable minerals including coal, and oil and gas are continued.
  - ii. No new leases have been issued since designation. GSENM has no commercial renewable energy.
  - iii. The annual production of oil and gas in the GSENM is currently limited to lands in or adjacent to the Upper Valley Unit (UVU) in the north-central area of the GSENM (Attachments: 2.b.Upper Valley Unit Map.pdf; 2.b.Upper Valley GSE Production.pdf; 2.b.Upper Valley Wells in GSENM.xls; and 2.b.UDOGM\_O&Gprod\_data\_Upper Valley.pdf). GSENM shares the Upper Valley Oil Field with the Dixie National Forest; this field accounts for all oil and gas production in GSENM. Attached documents disclose production for the Upper Valley Field. Four wells within the GSENM are currently producing oil and a small amount of gas. The UVU was approved in 1962 and production from the wells peaked in 1972 at 183,133 barrels. In the last 20 years (1997-2016) production

has slowly declined from about 65,828 barrels of oil and no gas annually to 45,538 barrels of oil and 2,357 thousand cubic feet (mcf) of gas. There is no other oil and gas production in GSENM, or Kane and Garfield Counties.

- iv. No coal lands have been explored or coal produced within the GSENM since the September 18, 1996 designation. Existing coal leases were voluntarily exchanged for Federal payments totaling \$19.5 million (not adjusted for inflation) (2.b.GSENM Coal Lease Cancellation Payments.pdf)
- v. 34 oil and gas leases (45,894 acres) are in suspension while a Combined Hydrocarbon Lease (CHL) conversion application is processed.
- vi. Information related to energy transmission infrastructure and lands and realty actions is included in the table below:

| Grand Staircase-Escalante National Monument<br>Existing Rights-of-Way/Permits/Authorized<br>09/25/1996 05/15/2017                            |    |
|----------------------------------------------------------------------------------------------------------------------------------------------|----|
| Existing Withdrawals: PSR, PWR, Bureau of Reclamation, Forest Service<br>Wilderness, Power Site, National Park Service, In Trust for Indians | 17 |
| Road ROWs                                                                                                                                    | 19 |
| Misc. Roads and Associated Uses - Sec 107 Federal Aid Hwy, Revised Statute<br>2477, Mineral Material Sites                                   | 0  |
| Power Transmission Lines and Power Facilities                                                                                                | 20 |
| Communication Sites Telephone, Telegraph, Radio Transmission, Global<br>Positioning Systems                                                  | 15 |
| Water ROWs, Irrigation Facilities                                                                                                            | 14 |
| Oil and Gas Pipelines, Oil and Gas Facilities                                                                                                | 5  |

|                                                           |    |
|-----------------------------------------------------------|----|
| Other FLPMA ROWs, Perpetual Easements, Federal Facilities | 2  |
| Airport                                                   | 0  |
| Permit - 302 FLPMA Misc.                                  | 0  |
| Permits Film - 302 FLPMA (popular location (closed))      | 54 |

c. Minerals - annual mineral production on site

i. Mineral materials

- No new Free Use, commercial, or over-the-counter permits have been issued since Monument designation.
- Valid existing permits, including those in Title 23 (3 Federal Highway Rights of Way), continue to be recognized until permit expiration.
- Significant quantities of gravel and riprap from existing pits continue to be provided for Federal Highways projects, primarily to Utah Department of Transportation.
- According to UGS Circular 93, January 1997, “A Preliminary Assessment of Energy and Mineral Resources within the Grand Staircase-Escalante National Monument” (2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf) there were five small mining operations on unpatented mining claims, four of which were active alabaster quarries and one, a suspended operation for petrified wood. Annual production of the alabaster was about 300 tons worth \$500 per ton (\$150,000/yr). These claimants failed to pay the required annual filings and therefore, the claims were terminated. The BLM’s decision to close the claims was upheld by IBLA in March 2008. Since that time, there have been no mining law operations within the monument.

ii. Locatable Minerals

- No new mining claims were issued after Monument designation, however existing claims and active mines were allowed to continue. (List of active mines in MMP DEIS located within this Drive folder 2.c. MMP\_DEIS Table 3.10\_Locatables.pdf).

- d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - i. No commercial timber production pre/post Monument designation.
  - ii. GSENM does allow continued firewood cutting in two forestry product areas.
- e. Grazing - annual grazing on site (AUMs active and billed)
  - i. Grazing on the Monument Fact Sheet (2.e\_GSENM Grazing EIS Fact Sheet 05-08-2017.pdf).
  - ii. Grazing AUMs/ Active and billed (2.e.\_GSENM Grazing AUMs).
  - iii. When the Monument was designated, there were 106,645 total AUMs, with 77,400 of these active. Today, there are 106,202 total AUMs and 76,957 are active. In 1999, an adjustment in AUM levels was made to resolve riparian resources issues and address recreation conflicts. In the current Livestock Grazing EIS/Plan Amendment process the current preferred alternative will have a slight reduction with 105,765 AUM but an increase of total acres for grazing within the monument.
- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. **Subsistence activities** are those that provide the bare essentials for living: food, water, and shelter. The Federal Subsistence Management Program provides opportunities for subsistence way of life in Alaska on federal public lands and waters. There are no formal subsistence programs outside of Alaska. There are no known true subsistence activities occurring on GSENM or prior to its designation. GSENM does provide for the collection of certain natural materials by Native American Indians, under BLM permit. RMIS data provides the number of permitted/guided and recreational hunting activities, fishing activities and gathering activities (See: 2.a.GSENM\_RecreationData\_Excel.xls). These numbers do not reflect the actual number of licensed hunters/fishermen. That data is available from the State of Utah Division of Wildlife Resources. Outside of developed recreation sites, the entire GSENM is open for hunting and fishing, which is regulated by the State of Utah Division of Wildlife Resources.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
  - i. Archeological/cultural data is provided in the following Utah Division of State History Maps in the google drive (2.g.1\_GSENM\_SiteDensity,

- 2.g.2\_GSENM\_Inventories, 2.g.3\_GSENM\_ArchSites,  
2.g.4\_GSENM\_ArchNumofSites).
- ii. Archaeological surveys carried out to date, show extensive use of places within the monument by ancient Native American cultures and a contact point for Anasazi and Fremont cultures. The cultural resources discovered so far in the monument are outstanding in their variety of cultural affiliation, type and distribution. Hundreds of recorded sites include rock art panels, occupation sites, campsites and granaries. Cultural sites include historic and prehistoric sites, Traditional Cultural Properties, Native American Sacred Sites and cultural landscapes.
  - iii. According to the Utah State Historic Preservation Office (SHPO), as of March 6, 2017, there are 3,985 recorded archaeological sites within the Grand Staircase-Escalante National Monument (GSENM)(2.g.4\_GSENM\_ArchNumofSites). However, the GSENM staff estimates that there are more likely around 6,000 recorded archaeological sites within the GSENM, due to a records backlog. This is with only five to seven percent of the Monument surveyed.
  - iv. Cultural Values (Tribal): Prehistoric archaeological sites in the GSENM include pottery and stone tool (lithic) scatters, the remains of cooking features (hearts), storage features such as adobe granaries and subsurface stone lined granaries, prehistoric roads, petroglyphs, pictographs and cliff dwellings. Historic sites include historic debris scatters, roads, trails, fences, inscriptions, and structures. Following the designation of GSENM, consultations were initiated with the Native American tribes associated with the GSENM area, including the Hopi, the Kaibab Paiute, the San Juan Paiute, the Paiute Indian Tribes of Utah, the Zuni, and the Ute, and the Navajo. Over the past 20 years, the Hopi and the Kaibab Paiute have been most closely associated with the Monument and most responsive to continued consultations, as the GSENM area is central to the historic and prehistoric territories of these two tribes. All tribes considered the Monument area to be culturally important; the Hopi (as the modern descendants of the Ancestral Puebloans), for example, can trace the migrations of at least twelve clans through what is today GSENM (Bernardini 2005). The tribal connections to this land are probably best described by an example from the Kaibab Paiute, as related to ethnographers from the University of Arizona, as follows (Stoffle et al 2001): "*The Southern Paiute people continue to maintain a*

*strong attachment to the holy lands of their ethnic group as well as to their own local territory. These attachments continued even though Paiute sovereignty has been lost over portions of these lands due to Navajo ethnic group expansion, encroachment by Euro Americans, and Federal government legislation. Despite the loss of Paiute sovereignty over most traditional lands, Southern Paiute people continue to affiliate themselves with these places as symbols of their common ethnic identity. Additionally, all Southern Paiute people continue to perform traditional ceremonies along with the menarche and first childbirth rites of passage rituals. The locations at which these ceremonies and rituals have been or are currently performed become transformed from secular "sites" to highly sacred locations or places. By virtue of the transformation of locations into sacred places, Southern Paiute people reaffirm their ties to traditional lands because they have carried out their sacred responsibilities as given to them by the Creator."*

- v. **Cultural values (Ranching)** Local ranching began in the 1860s, and became a major focus of area livelihood and increased settlement in the 1870s. Ranching was initially small scale and for local subsistence, but the herds quickly grew so that by the late 1800s the raising of cattle, sheep, and goats was of major economic importance. Ranching and subsistence farming was historically the backbone of the local economies, and this is still reflected in the views of the modern communities surrounding GSENM. In modern times the economic importance of ranching has somewhat diminished, but the culture of, and past history of, livestock grazing and ranching is one of the important "glues" that binds local communities and families in the GSENM area.

### 3. Information on activities occurring during the **five years prior to designation**

- a. Recreation - annual visits to site
  - i. The BLM transitioned to RMIS in 1999. Data prior to 1999 is not available in the same reporting mechanism as from 1999-Present. GSENM did report visitor use beginning in FY97. (See: 2.a.GSENM\_RecreationData\_Excel.xls and 3.a.GSENM\_Recreation\_MMP\_DEIS\_Tables.pdf).

Overall visitation increased prior to designation and the projecting trends based on the historical information would see a continued rise of visitors seeking recreational opportunities. Just prior to designation Escalante Canyon received

373,200 visitors in 1994, 384,800 visitors in 1995 and 456,400 in 1996.

- b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
  - i. The Upper Valley Oil Field was in production prior to designation; no other oil and gas production existed in Kane and Garfield Counties. From 1992 until 1996, 336,313 barrels of oil were produced in the GSENM. No natural gas was produced during that time. (2.b.Upper Valley GSE Production.pdf).
  - ii. No coal was produced from the GSENM in the five years preceding designation. A regional analysis/FEIS for mining was completed in 1979 (3.b.FINAL EIS - Dev of Coal Resources in Southern Utah Title Pages.pdf). Exploration activities and planning for mining operations continued from the 1980's until the monument designation.
    - 64 coal leases (~168,000 acres) were committed and a plan was submitted for Andalex Resources' Smoky Hollow Mine. The plan proposed mining on 23,799 acres of the area leased in GSENM. In the mid-1990's an EIS was initiated (3.b.4.b.Warm Springs Smoky Hollow PDEIS December 1995\_Coveronly.pdf).
    - 600+ exploration drill holes were completed prior to GSENM designation to define the coal geology to plan for underground mines (See 3.b.BLM 1996-1997 Kaiparowits Coal Report - DRAFT.pdf and <https://pubs.usgs.gov/of/1996/OF96-539>)
  - iii. Information related to energy transmission infrastructure and lands and realty actions is included in the table below:

| Grand Staircase-Escalante National Monument<br>Existing Rights-of-Way/Permits/All Dispositions<br>Authorized/Closed/Relinquished/Withdrawn/Expired/Terminated/Cancelled/Pending/<br>Rejected/Void |  |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--|
| 01/01/1991   09/24/1996                                                                                                                                                                           |  |
| <i>(In March 1999, BLM added Case Recordation components to<br/>the LR2000 Database System; therefore, some of the<br/>pre-LR2000 data may remain in the Status Database)</i>                     |  |

|                                                                                                                                              |    |
|----------------------------------------------------------------------------------------------------------------------------------------------|----|
|                                                                                                                                              |    |
| Existing Withdrawals: PSR, PWR, Bureau of Reclamation, Forest Service<br>Wilderness, Power Site, National Park Service, In Trust for Indians | 1  |
| Roads ROWs                                                                                                                                   | 8  |
| Misc. Roads - Sec 107 Federal Aid Hwy, RS2477, Mineral Material Sites                                                                        | 1  |
| Power Transmission Lines & Power Facilities                                                                                                  | 1  |
| Communication Sites Telephone, Telegraph, Radio Transmission,<br>Global Positioning Systems                                                  | 1  |
| Water ROWs, Irrigation Facilities                                                                                                            | 0  |
| Oil & Gas Pipelines, Oil & Gas Facilities                                                                                                    | 2  |
| Other FLPMA ROWs, Perpetual Easements, Federal Facilities                                                                                    | 6  |
| Airport                                                                                                                                      | 0  |
| Permit - 302 FLPMA Misc.                                                                                                                     | 25 |
| Permits Film - 302 FLPMA (popular location (closed))                                                                                         | 0  |

- c. Minerals - annual mineral production on site
  - i. The alabaster quarries were the only authorized locatable minerals operation (dating to 06/30/1986) in the area prior to designation.
  - ii. Mineral materials, primarily sand and gravel and riprap, were extracted from developed pits by counties and commercial entities for local use. There were eight Mineral Material Cases in the monument at designation, and most were Free Use Permits granted to the county.
- d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - i. No commercial timber production pre/post Monument designation.
  - ii. Prior to designation, the Kanab and Escalante Resource Areas were open to firewood cutting.
- e. Grazing - annual grazing on site (AUMs active and billed)
  - i. Grazing on the Monument Fact Sheet (2.e\_GSENM Grazing EIS Fact Sheet 05-08-2017.pdf).
  - ii. Grazing AUMs/ Active and billed (2.e.\_GSENM Grazing AUMs)
  - iii. When the Monument was designated, there were 106,645 total AUMs, with 77,400 of these active. Today, there are 106,202 total AUMs and 76,957 are active. In 1999, an adjustment in AUM levels was made to resolve riparian resources issues and address recreation conflicts. The current Livestock Grazing EIS/Plan Amendment process the current preferred alternative will have a slight reduction with 105,765 AUM but an increase of total acres for grazing within the monument.
- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. There are no known true subsistence activities occurring on GSENM or prior to its designation. Recreational fishing, hunting and gathering data from RMIS is not available prior to designation.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
  - i. In the five year period prior to designation of GSENM, a total of approximately 358 cultural resource sites were documented in what was to become GSENM, or about 72 sites/year. Following designation, approximately 3,219 sites were documented, or about 161 sites/year. This increase reflects the increased

funding and greater research opportunities following GSENM designation.

- ii. In the five year period prior to designation of GSENM, a total of approximately 3991 acres of new cultural resource surveys were conducted in what was to become GSENM, or about 798 acres/year. Following designation, approximately 41,024 acres of new cultural resource surveys were conducted, or about 2051 acres/year. This increase reflects the increased funding and greater research opportunities following GSENM designation, as well as substantial habitat improvement projects.

**4. Information on activities that likely would have occurred annually from the date of designation to the present if the Monument had not been designated**

The answers to this question are speculative. The question is best answered with qualitative (rather than quantitative) data. As GSENM was designated 20 years ago, the factors affecting such projections are subject to a wide range of variables (many of which are outside of BLM's purview, such as market prices).

a. Recreation - annual visits to site

- i. Research by external parties (e.g., Headwaters Economics and Pew Trust reports) indicate that protected landscapes are a draw for visitors and do result in increased visitation to a region. Thus, it is reasonable to conclude that visitation would be less if the lands had not been designated as a monument.

b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)

**Commercial speculation depends on the price of commodities.**

- i. Except for the Upper Valley Field, there have been no oil and gas discoveries within the GSENM. Forty-seven exploratory wells have been drilled; exploration activities were relatively sparse and cover an average of 57 square miles per well (2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf, page iv).
- ii. An Application for a Permit to Drill (APD) was submitted for valid existing leases within the Circle Cliffs Unit. The APD was neither approved nor rejected and the lessee allowed the leases to terminate.
- iii. Four wildcat oil and gas wells have been drilled on GSENM since designation (1997-1999); none went into production.
- iv. Since there have been no discoveries upon which to base production numbers, estimates of the value of production vary widely. The Utah Geological Survey (UGS) projected 2.6 to 10.5 trillion cubic feet (2.6 to 10.5 billion mcf) of coal-bed

methane may be contained in the GSENM. The UGS also projected "...550 million barrels of oil might be contained within tar sands of the monument." In January 1997, it was speculated that total value of coalbed natural gas and petroleum within the GSENM ranged between \$2.02 and \$18.6 billion (2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf).

- v. It is reasonable to conclude absent a national monument designation, the opportunities for additional oil and gas exploration, discovery and development would be based on the viability of development and the economic value and access to distribution.
- vi. The Kaiparowits plateau, located within the monument, contains one of the largest coal deposits in the United States. The USGS projected "an original resource" of 62 billion tons of coal with a geologic and mining technology adjusted resource of 30 billion tons (<https://pubs.usgs.gov/of/1996/OF96-539>). The DEIS for the Smoky Hollow Mine (3.b.4.b.Warm Springs Smoky Hollow PDEIS December 1995\_Coveronly.pdf) and the Alton coal mine producing from adjacent private lands provide an example of the development potential.
- vii. Andalex coal leases were voluntary sold to the Land and Water Conservation Fund (LWCF) at market value. At the time of designation, the Warm Springs Smoky Hollow DEIS was in progress to analyze the proposed mine. Andalex Resources may or may not have actually decided to develop the coal resources based on varying economic projections for the project, particularly the cost of transporting the coal.
- viii. The Utah Geological Service projected 11.36 billion tons are "technologically recoverable" (including 870 million tons in what was previously State of Utah School and Institutional Trust lands (SITLA)(2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf). Recent advances in underground coal mining techniques would likely result in the development of additional large areas of Kaiparowits coal resources not considered minable in the 1990's.
- ix. The School Institutional Trust Lands Administration (SITLA) lands were exchanged for cash payments and federal coal and oil and gas properties outside the monument. Absent a monument designation, the federal/SITLA land exchange would likely not have occurred.
- x. Applications for rights of way and other energy transmission infrastructure may have continue to occur within the current monument boundaries including

opportunities for mineral development.

- c. Minerals - annual mineral production on site
  - i. Absent monument designation, it is likely relinquished alabaster claims may have been relocated and additional alabaster mining claims may have been filed. For the alabaster quarries, "Over a 30-year period, the quarries should generate \$4.5 million in production." (2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf)
  - ii. The Utah Geological Survey mineral report stated, "Various types of metallic-mineral deposits are known to be present in the monument (figure 14). Most of these are small and low-grade with uncertain likelihood of significant development." The report addressed specific minerals with known or potential deposits within the monument, but they determined at that time they were probably not commercial quality due to low, often subeconomic grades and limited tonnage. Thus, it is unlikely that metallic mining would have occurred. (2.c.UGS Circular 93 GS Energy and Mineral Resources.pdf)
  - iii. There would most likely be additional mineral material sites for sand and gravel and the existing Free Use Permits granted to Kane County most likely still be in use.
- d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - i. There is little harvestable lumber on the Monument (a little more than 1,000 acres of ponderosa). The mill harvested trees from the surrounding Dixie National Forest. The closure of the mill in Escalante was not connected to timber harvest on BLM lands.
- e. Grazing - annual grazing on site (AUMs Active and billed)
  - i. Grazing/ AUMs active and billed would likely have remained the same.
  - ii. Grazing is and was managed by applicable laws and regulations. As stated in the Proclamation; "Nothing in this proclamation shall be deemed to affect existing permits or leases for, or levels of, livestock grazing on Federal lands within the monument; existing grazing uses shall continue to be governed by applicable laws and regulations other than this proclamation."
  - iii. Although grazing use levels have varied considerably from year to year due to factors like drought, no reductions in permitted livestock grazing use have been made as a result of the Monument designation.

- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. No likely changes or statistically significant differences from the reported RMIS data.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
  - i. Less inventory would have likely occurred without the Monument designation. The Resource Areas averaged about 72 sites/year inventoried. After designation, the average was about 161 sites/year.
  - ii. More vandalism would have likely occurred without Monument designation. After designation, research, inventory and educational and interpretive outreach programs increased. Between 1996 and 2006, GSENM presented more than 500 talks, classroom visits, field trips and other educational events relating to cultural resources and archeology. Education, increased presence of staff and researchers and improved management likely led to the reduction in numbers of sites looted and rock art panels defaced.
  - iii. Less archeological research would have occurred without the Monument Designation. Early GSENM efforts included initiating large, landscape surveys which recorded and documented hundreds of sites.

**5. Changes to boundaries - dates and changes in size**

- i. Monument Designation September 18, 1996 (1,878,465 acres).
- ii. H.R.3910, Automobile National Heritage Area Act, Public Law 105-355, Nov. 6, 1998, 112 Stat. 3253. 1,884,011 acres, net gain of approximately 5,546 acres (See 5.a.H.R.3910\_Automobile National Heritage Area Act Synopsis)
- iii. H.R.377, Public Law 111-11, 2009, Boundary change and purchase for Turnabout Ranch, approximately 25 acres removed from GSENM (See 5.c.GSENM\_Boundary\_SaleHR3777\_PL111-11\_Turnabout.pdf)
- iv. Utah Schools and Land Exchange Act 1998: State of Utah School and Institutional Trust Lands Administration lands within the boundaries of GSENM were exchanged. The Federal government received all State inholdings in GSENM (176,699 acres) while the State Received \$50 million plus \$13 million in unleased coal and approx 139,000 acres including mineral resources. The Federal Government received additional State holdings within other National

Park Service and US Forest Service units. (See 5.1998\_Utah school Land Exchange\_PL105-335.pdf)

- v. Small acquisitions of inholdings, private land located within the Monument boundary, have occurred since designation. The acquisitions have not resulted in boundary adjustments, but have increased total Federal land ownership. More information is available upon request.

#### **6. Public Outreach prior to Designation - outreach activities conducted and opportunities for public comment**

- i. No public outreach documents specifically related to the designation of Grand Staircase-Escalante National Monument are available. However, the area in southern Utah had long been considered, discussed and evaluated for the possibility of providing greater recognition of and legal protection for its resources. As early as 1936, the National Park Service (NPS) considered making a recommendation to President Roosevelt to designate a 6,968 square mile "Escalante National Monument."

#### **7. Terms of Designation**

- i. Refer to Proclamation for the terms of designation.
- ii. GSENM has additional data describing terms of the designation
  - Presidential remarks announcing the designation of GSENM (7.1\_Remarks Announcing GSENM\_pg1782-2).
  - Secretary of the Interior Memo to the President describing the objects and providing a listing of Monument Objects and a bibliography of Monument object data (7.2\_8-15-96 Secretarial\_Memo).
  - Secretary of the Interior Memo to the BLM Director describing Interim Management Direction for GSENM (7.3\_11-6-96 Secretarial\_Memo).

**New Information Requested on Executive Order on the Review  
of Designations Under the Antiquities Act**

**BLM Responses to Additional Questions for [Name] National Monument**

- a) Any legislative language, including legislation in appropriations bills

[Identify if there is any related legislation regarding your monument]

- b) Alternative options available for protection of resources applicable at each monument, such as Native American Graves Protection and Repatriation Act, Paleontological Resources Preservation Act, Archaeological Resources Protection Act, Historic Preservation Act and agency-specific laws and regulations.

The following options could provide some options to protect specific resources found in [Name] National Monument. Protection would likely occur on a site-by-site or resource-by-resource basis and also would take a significant amount of time to accomplish under these various laws. These laws may not provide a mechanism to protect all cultural or tribal resources in [Name] National Monument. [Provide any specific information or examples for your monument.]

National Historic Preservation Act, (NHPA)

Native American Graves Protection and Repatriation Act, (NAGPRA)

Paleontological Resources Preservation Act, (PRPA)

Archaeological Resources Protection Act, (ARPA)

American Indian Religious Freedom Act (AIRFA)

- b) Designated wilderness areas (name, acreage), Wilderness Study Areas (name if there is one, acreage, type), and/or areas managed to preserve wilderness or roadless characteristics that are not WSAs.

[Insert monument specific response]

- c) Outstanding R.S. 2477 claims within a monument – type of road claimed and history

[Insert monument specific response]

- d) Maps

[Insert monument specific response]

- e) Cultural or historical resources, particularly Tribal, located near a monument but not within the boundary that might benefit from inclusion in the monument

[Insert monument specific response]

- g) Other – general questions or comments

[Insert monument specific response regarding any other information that should be considered in the review of your monument]

**Call for Data Related to Review of National Monuments under EO 13792 (April 26, 2017)**

Please help us gather information about each of the items listed below, for each of the National Monuments listed below in Table 1.

1. Documents Requested
  - a. Resource Management Plans/Land Use Plans
  - b. Record of Decision
  - c. Public Scoping Documents
  - d. Presidential Proclamation
2. Information on activities permitted at the Monument, including annual levels of activity from the **date of designation to the present**
  - a. Recreation - annual visits to site
  - b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
  - c. Minerals - annual mineral production on site
  - d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - e. Grazing - annual grazing on site (AUMs permitted and sold)
  - f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
2. Information on activities occurring during the **5 years prior to designation**
  - a. Recreation - annual visits to site
  - b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
  - c. Minerals - annual mineral production on site
  - d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - e. Grazing - annual grazing on site (AUMs permitted and sold)
  - f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
3. Information on activities that likely would have occurred annually from the date of designation to the present **if the Monument had not been designated**
  - a. Recreation - annual visits to site
  - b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
  - c. Minerals - annual mineral production on site
  - d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - e. Grazing - annual grazing on site (AUMs permitted and sold)

- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
4. Changes to boundaries - dates and changes in size
  5. Public Outreach prior to Designation - outreach activities conducted and opportunities for public comment
  6. Terms of Designation

Table 1. List of National Monuments Included in Review (per Dol Press Release dated May 5, 2017)

| National Monument               | Location                     | Managing Agency |
|---------------------------------|------------------------------|-----------------|
| Basin and Range                 | Nevada                       | BLM             |
| Bears Ears                      | Utah                         | BLM, USFS       |
| Berryessa Snow Mountain         | California                   | USFS, BLM       |
| Canyons of the Ancients         | Colorado                     | BLM             |
| Carizzo Plain                   | California                   | BLM             |
| Cascade Siskiyou                | Oregon                       | #N/A            |
| Craters of the Moon             | Idaho                        | NPS, BLM        |
| Giant Sequoia                   | California                   | USFS            |
| Gold Butte                      | Nevada                       | BLM             |
| Grand Canyon-Parashant          | Arizona                      | BLM, NPS        |
| Grand Staircase-Escalante       | Utah                         | BLM             |
| Hanford Reach                   | Washington                   | FWS, DOE        |
| Ironwood Forest                 | Arizona                      | BLM             |
| Mojave Trails                   | California                   | BLM             |
| Organ Mountains-Desert Peaks    | New Mexico                   | BLM             |
| Río Grande del Norte            | New Mexico                   | BLM             |
| Sand to Snow                    | California                   | BLM, USFS       |
| San Gabriel Mountains           | California                   | USFS            |
| Sonoran Desert                  | Arizona                      | BLM             |
| Upper Missouri River Breaks     | Montana                      | BLM             |
| Vermilion Cliffs                | Arizona                      | BLM             |
| Katahdin Woods and Waters       | Maine                        | NPS             |
| Marianas Trench                 | CNMI/Pacific Ocean           | FWS             |
| Northeast Canyons and Seamounts | Atlantic Ocean               | NOAA, FWS       |
| Pacific Remote Islands          | Pacific Ocean                | FWS             |
| Papahānaumokuākea               | Hawai'i/Pacific Ocean        | NOAA, FWS       |
| Rose Atoll                      | American Sāmoa/Pacific Ocean | FWS             |

## Call for Data Related to Review of National Monuments under EO 13792 (April 26, 2017)

### 1. Documents Requested

#### a. Resource Management Plans/Land Use Plans

- i. Bears Ears National Monument (BENM) has not yet initiated a Monument Management Plan (MMP). The 2008 Monticello RMP will be followed in the interim. The entire Monticello RMP (DEIS/FEIS/ROD) can be accessed here: <https://eplanning.blm.gov/epl-front-office/eplanning/planAndProjectSite.do?methodName=renderDefaultPlanOrProjectSite&projectId=68097&dctmId=0b0003e880befb7c>. A copy of the 5-year RMP Evaluation is also in this folder (1.a.Monticello\_RMP\_Evaluation\_September\_2015.pdf).

#### b. Record of Decision

- i. BENM has not yet initiated a Monument Management Plan. The 2008 Monticello RMP will be followed in the interim. The ROD is in this folder (1.b.Monticello\_Final\_Plan\_ROD.pdf) and can be accessed here: [https://eplanning.blm.gov/epl-front-office/projects/lup/68097/85493/102694/Monticello\\_Final\\_Plan.pdf](https://eplanning.blm.gov/epl-front-office/projects/lup/68097/85493/102694/Monticello_Final_Plan.pdf). Approximately 1,000 acres of BENM is within the Moab Field Office. The Moab RMP is located here: <https://eplanning.blm.gov/epl-front-office/eplanning/planAndProjectSite.do?methodName=renderDefaultPlanOrProjectSite&projectId=66098&dctmId=0b0003e880bf5947>

#### c. Public Scoping Documents

- i. Public scoping has not yet been initiated for a BENM MMP. The first public comment period post- designation associated with BENM is the DOI Notice of Opportunity for Public Comment.

#### d. Presidential Proclamation

- i. Proclamation 9558 of December 28, 2016 is in this folder (1.d.Bears Ears Presidential Proclamation.pdf).

### 2. Information on activities permitted at the Monument, including annual levels of activity from the **date of designation to the present** (Designation date for BENM is December 28, 2016 - information is not yet available for most of FY17)

#### a. Recreation - annual visits to site

- i. The BLM uses the Recreation Management Information System (RMIS) to report visitor use. Full reporting for annual visitation 2017 will not be available until the end of September.
- ii. Specific visitation information to the BENM is not available at this time. The

Monticello Field Office confirms that:

- Requests for overnight reservations in the Cedar Mesa area and day use permits for the Mcloyd Canyon/Moonhouse area, which are both popular recreation spots within the BENM, have increased since monument designation.
- Campgrounds in the Moab and Monticello Field Offices have remained full through much of this spring season, even on non-weekend days, and the number of overnight visitors is higher compared to this same time last year.

Detailed visitor data for the Monticello Field Office is available in this folder (2.a.RMISData\_SelectInfo\_2012\_2016.pdf).

- iv. The number of recorded visitors to the Kane Gulch ranger station during the months of March and April was higher than in previous years. Included below are visitor numbers from the Kane Gulch ranger station.
  - 2013 - 3,484 visitors
  - 2014 - 3,730 visitors
  - 2015 - 4,344 visitors
  - 2016 - 4,848 visitors
  - 2017 - 6,535 visitors

**b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)**

- i. There are no producing oil and gas wells and no coal developments in BENM. While public lands in the monument are now withdrawn from mineral leasing, valid existing rights were protected under the proclamation. Therefore, development on existing leases could occur.
- ii. There are 25 authorized federal oil and gas leases (29,416 acres) that are partially or wholly contained within the area that is now the BENM. The effective date on these leases ranges from 1972-2012. There are no authorized or pending APDs associated with these leases.
- iii. Since 1920, 250 wells have been drilled in the BENM. The last wells were drilled in 1993. Of the 250 wells drilled, three wells have produced economical quantities of oil and gas. The last producing well was drilled in 1984.
- iv. Since designation of the BENM, there has been no new construction of energy transmission infrastructure.

**c. Minerals - annual mineral production on site**

- i. There are no active mining operations in the BENM. There is one commercial mineral materials site. The permit for this site was renewed on March 13, 2016,

for a 10-year period. Production over the next 10 years is limited to 200,000 cubic yards (cu yds) at a rate of \$1.08 per cu yd. Due to the short timeframe since designation (five months), it is not possible to calculate the annual mineral production since designation.

- d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
  - Timber production in the BENM is limited to non-commercial Christmas tree cutting permits, and permits for the collection of wood products (i.e., posts and firewood). Due to the short timeframe since designation (five months), it is not possible to calculate the annual timber production since designation. Collection of forest products, and firewood for personal noncommercial use is allowed under the monument proclamation.
- e. Grazing - annual grazing on site (AUMs permitted and sold)
  - i. There are 20 allotments wholly or partially contained within BENM. These allotments include 50,469 permitted Animal Unit Months (AUMs). Allotment boundaries do not coincide with the BENM boundary, and therefore it is not possible to calculate the number of AUMs currently permitted within the monument. Due to the short timeframe since designation (five months), it is not possible to calculate the annual AUMs sold.
- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. Subsistence activities are those that provide the bare essentials for living: food, water, and shelter. The Federal Subsistence Management Program provides opportunities for subsistence way of life in Alaska on federal public lands and waters. There are no formal subsistence programs outside of Alaska. BENM does provide for the collection of certain natural materials, including firewood by Native American Indians, under BLM permit. Information regarding firewood collection is included under the discussion of timber production.
  - ii. RMIS data provides the number of permitted/guided and recreational hunting activities and fishing activities (BENM\_5YearRecreationData). These numbers do not reflect the actual number of licensed hunters/fishermen. That data is available from the State of Utah Division of Wildlife Resources. The entire BENM is open for hunting and fishing, which is regulated by the State of Utah Division of Wildlife Resources.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available

- i. The Bears Ears Inter-Tribal Coalition requested designation of the BENM. The Inter-Tribal Coalition, which includes the Hopi, Zuni Tribe, Navajo Nation, Ute Mountain Ute, and Northern Ute, have stated that the entire 1.35 million-acre BENM includes important cultural values. The importance of these values, which was recognized in the monument proclamation, are discussed in the Inter-Tribal Coalitions monument proposal. (2.g.Bears-Ears-Inter-Tribal-Coalition-Proposal.pdf), which was submitted to the department on Oct. 15, 2015. The cultural values of the area are also explained in the proclamation.
- ii. Tribes use the BENM for ceremonies and to visit sacred sites. Traditions of hunting, fishing, gathering, and wood cutting are still practiced by tribal members, as is collection of medicinal and ceremonial plants, edible herbs, and materials for crafting items like baskets and footwear. The BLM issues free use permits for collection of materials for ceremonial purposes.
- iii. According to the Utah State Historic Preservation Office (SHPO), as of Feb. 6, 2017, there are 8,480 recorded archaeological sites and four archaeological districts within BENM. According to the National Register Bulletin 36: Guidelines for Evaluating and Registering Archeological Properties, a “district” is a grouping of sites, buildings, structures, or objects that are linked historically by function, theme, or physical development or aesthetically by plan. The following archaeological districts are either completely within or partially within the BENM: Butler Wash, Grand Gulch, Natural Bridges, and the Salt Creek Archaeological District.
- iv. More than 70 percent of these sites are prehistoric (pre-dating the 1800s). These prehistoric sites include pottery and stone tool (lithic) scatters, the remains of cooking features (hearths), storage features such as adobe granaries and subsurface stone lined granaries, prehistoric roads, petroglyphs, pictographs and cliff dwellings. Historic sites include historic debris scatters, roads, fences, uranium and vanadium mines from World War II and the Cold War.
- v. The BLM has not completely surveyed the monument. The total percentage of the BENM that has been surveyed for cultural resources is 9.2 percent.

### **3. Information on activities occurring during the **5 years prior to designation****

- a. Recreation - annual visits to site
  - i. The BLM uses the RMIS to report visitor use. BENM is a subset of the Monticello Field Office. RMIS data for the Monticello Field Office is included in the folder (2.a.RMISData\_SelectInfo\_2012\_2016.pdf).
- b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)

- i. There was no energy production from coal, oil, gas, or renewables during the five years prior to designation (2012-2016). The last producing oil and gas well was drilled in 1984. The last well was drilled in 1993.
  - ii. No energy transmission infrastructure was constructed within the BENM during the five years prior to designation. There are 13 existing power transmission lines that intersect the BENM. These lines were constructed from 1969-1984. There are four oil and gas pipelines or related facilities that were constructed in 1963. Additional information on energy transmission infrastructure and other lands and realty actions is attached (3.b.Lands\_and\_Realty.pdf).
- c. Minerals - annual mineral production on site
- i. During the five years prior to designation, mineral production was limited to one mineral material site. The permit for this site was renewed on March 13, 2016, for 10 years. Production over the next 10 years is limited to 200,000 cubic yards (cu yds) at a rate of \$1.08 per cu yd. Production numbers for the past five years are included below. This production occurred at a rate of .90 cents per cu yd.
    - 2011- 16,000 cu yds
    - 2012- 12,000 cu yds
    - 2013- 31,622 cu yds
    - 2014- 44,444 cu yds
    - 2015- 2,914 cu yds
- d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)
- i. During the five years prior to designation, timber production in the BENM was limited to non-commercial Christmas tree permits, and permits for the collection of wood products (i.e., posts and firewood). Production information for the site can be found the folder (3.d.Timber\_Production\_2012\_2016). Information provided is for the entire field office and is not limited to the area that now part of the BENM. The BLM does collect location information.
- e. Grazing - annual grazing on site (AUMs permitted and sold)
- i. There are 20 allotments wholly or partially contained within BENM. These allotments include 50,469 permitted AUMs. Allotment boundaries do not coincide with the BENM boundary, and therefore it is not possible to calculate the number of AUMs currently permitted within the monument boundary. AUMs sold during the past five years are included below.
    - 2012- 27,836 AUMs
    - 2013- 29,175 AUMs
    - 2014- 32,193 AUMs
    - 2015- 32,129 AUMs

- 2016- 36,402 AUMs

- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. As previously mentioned, subsistence activities are those that provide the bare essentials for living: food, water, and shelter. The Federal Subsistence Management Program provides opportunities for subsistence way of life in Alaska on federal public lands and waters. There are no formal subsistence programs outside of Alaska. BENM does provide for the collection of certain natural materials, including firewood by Native American Indians, under BLM permit. Permits issued to American Indians for collection are accounted for in the annual timber production numbers.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
  - i. See response to 2.g.

4. Information on activities that likely would have occurred annually from the date of designation to the present **if the Monument had not been designated**

**The answer to this question would be highly speculative. The question is best answered with qualitative (rather than quantitative) data. As BENM was designated less than five months ago, there has been very little change in the management of activities since the date of designation.**

- a. Recreation - annual visits to site
  - i. Visitation numbers collected by the Monticello Field Office indicate that visitation in the area that is now designated as Bears Ears National Monument (2.a.RMISData\_SelectInfo\_2012\_2016.pdf) has been steadily increasing. This is consistent with visitation increases also seen in Natural Bridges National Monument and the Needles District of Canyonlands National Park, which can only be accessed by traveling through the BENM.
  - ii. The BLM uses the RMIS to report visitor use. Full reporting for annual visitation 2017 will not be available until the end of September.
- b. Energy - annual production of coal, oil, gas and renewables (if any) on site; amount of energy transmission infrastructure on site (if any)
  - i. Due to the short timeframe since designation, it is unlikely that any activities resulting in production of coal, oil, gas, or renewable energies would have occurred from the date of designation to present.
  - ii. A cursory review of mineral potential is included in the Drive folder (4.c.d.Cursory Review of the Mineral Potential Occurrence within the Bears Ears

NM\_BLM and 4.c.d.EnergyDevMap\_BENM\_UDSH).

- iii. There are 25 authorized federal oil and gas leases (29,416 acres) that are partially or wholly contained within the area that is now the BENM. The effective date on these leases ranges from 1972-2012. There are no authorized or pending Applications for a Permit to Drill ( APDs) associated with these leases.
- iv. According to BLM GIS data, there have been approximately 63,657 acres nominated for leasing in the BENM area since 2014. The BLM does not have GIS data for nominations prior to this date. In addition, expressions of interest were considered confidential prior to Jan. 1, 2014. Prior to designation, these leases were deferred because of existing land use plan decisions, cultural resource concerns, or at the State Director's discretion. All nominated parcels that were deferred were within the planning area for the proposed San Juan Master Leasing Plan.
- v. Due to the short timeframe since designation, it is unlikely that any activities resulting in development of new energy transmission infrastructure would have occurred from the date of designation to present. Prior to designation, there were no pending applications for construction of new energy transmission infrastructure or proposed energy developments.

**c. Minerals - annual mineral production on site**

- i. Due to the short timeframe since designation, it is unlikely that any additional mineral production would have occurred from the date of designation to present because there were no pending applications or permits.
- ii. A cursory review of mineral potential is included in the Drive folder (4.c.d.Cursory Review of the Mineral Potential Occurrence within the Bears Ears NM\_BLM and 4.c.d.EnergyDevMap\_BENM\_UDSH).
- iii. Portions of the BENM have potash development potential and historically there have been potash prospecting applications in the area. However, land use planning decisions made prior to the designation of BENM preclude processing of those applications.

**d. Timber - annual timber production on site (in board-feet, CCF, or similar measure)**

- i. The BLM does not have sufficient information to determine how designation of the BENM has impacted timber production (i.e., Christmas tree cutting, wood post cutting, or firewood collection). However, under the monument proclamation these uses are allowed to continue. Therefore, it is unlikely that designation of the monument has impacted timber production.

**e. Grazing - annual grazing on site (AUMs permitted and sold)**

- i. Designation of the monument has not changed the number of permitted AUMs.

The BLM does not have sufficient information to determine how designation of the BENM has impacted the number of AUMs sold. However, under the monument proclamation, grazing is allowed to continue, subject to laws, regulations, and policies followed by U.S. Forest Service (USFS) or the BLM in issuing and administering grazing permits or leases.

- f. Subsistence - participation rates for subsistence activities occurring on site (fishing, hunting, gathering); quantities harvested; other quantifiable information where available
  - i. The BLM does not have sufficient information to predict how designation of the monument has impacted participation rates in subsistence activities.
- g. Cultural - list of cultural uses/values for site; number of sites; other quantifiable information where available
  - i. The BLM does not have sufficient information to predict how designation of the monument has impacted cultural uses of the monument. However, the monument proclamation requires that the BLM and USFS provide access by members of Indian tribes for traditional cultural and customary uses, consistent with the American Indian Religious Freedom Act (42 U.S.C. 1996) and Executive Order 13007 of May 24, 1996 (Indian Sacred Sites).

#### 5. Changes to boundaries - dates and changes in size

- i. There have been no changes to boundaries.

#### 6. Public Outreach prior to Designation - outreach activities conducted and opportunities for public comment

- i. The public process preceding BENM designation is outlined in the document 6.Bears Ears Fact Facts QA.pdf (released with the DOI/USDA joint press release on 12/28/16) in this folder. Secretary Jewell held a public meeting in Bluff, Utah in July 2016. See also: <https://www.doi.gov/pressreleases/secretary-jewell-under-secretary-bonnie-join-utah-local-leaders-public-meeting-hear>.

#### 7. Terms of Designation

- i. Refer to Proclamation for the terms of designation. No additional background (e.g., legislated land exchanges or Congressional budget provisions, etc.).

**Executive Summary of Review of National Monuments under EO 13792 (April 26, 2017)****Key Information about [Name] National Monument**

[Name] National Monument was established by Presidential Proclamation on [Insert Date]. Prior to designation, the area was managed by the BLM [Insert other agency if co-managed] and continues to be following designation. The BLM manages for multiple use within the Monument (hunting, fishing, recreation, grazing, and valid existing rights such as oil production, etc.), while protecting the vast array of historic and scientific resources identified in the Proclamation and providing opportunities for scientific study of those resources. The resources identified in the Proclamation include [Insert brief description of Resources, Objects, and Values]. Overall, multiple use activities are allowed in [Name] National Monument that are compatible with the protection of resources and objects identified in the Presidential Proclamation. Multiple use activities are subject to decisions made in current and future BLM resource management planning efforts which include public participation. National Monuments and other conservation areas managed by the BLM continue to allow for multiple uses according to the Federal Land Policy and Management Act (depending on proclamation language).

**Summary of Public Engagement Prior to Designation**

[Insert Monument-Specific Information]

**Summary of Public Scoping in Development of Resource Management Plan**

[Insert Monument-Specific Information]

**Summary of National Monument Activities since Designation**

[Insert Monument-Specific Information]

**Summary of Activities in Area for Five years Preceding Pre-Designation**

[Insert Monument-Specific Information]

**Summary of Available Economic Information since Designation**

[Insert Monument-Specific Information]

**Summary of Any Boundary Adjustments since Designation**

[Insert Monument-Specific Information]